

The Culture of Adult Learning in Sweden

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Background

The learning culture of a country is, of course, embedded in its wider social, cultural and economic history. By way of background, I will give you a few glimpses of these developments in Sweden, present the main actors and at the same time indicate the results in terms of the present organizational set-up.

There are three important strands in the development of adult education and training in Sweden: the popular movements and popular adult education; the active labor market policies and the tripartite responsibility for employment training; and education for adults at primary, secondary and tertiary level. Altogether, a fairly comprehensive system for adult education and training has evolved. However, it is only more recently that we in Sweden have started to think about it in terms of a system for lifelong learning. A process with investigations, experimentation, research and evaluation has started that might bring important changes to the system.

Popular Movements and Popular Adult Education

At the end of the nineteenth century came the breakthrough in Sweden of popular movements such as the labor movement, the temperance movement and the Free Church movement. Their aims were political, social, and religious but these movements also had cultural and educational goals. They established first folk high schools and a little later study associations arranging both study circles and cultural events. Popular education should be “free and voluntary”. Self-education and deliberation among equals belong to the pedagogical ideals of the popular movements. The goal was individual development as a human being and as a citizen, capable and prone to act together with fellow citizens.

In 1947 state subsidies to popular education were introduced and nowadays, popular adult education is to a very large extent financed by the Government. The subsidies are handled by the National Board of Adult Education, a non-governmental organization that is also responsible to the Government for the evaluation of popular education. In spite of public subsidies and professionalization popular education adheres to the principles of the popular movements as well as to new voluntary organizations. Behind the folk high schools and the study associations you will nowadays find political parties—from the left to the right—as well as county councils, different religious, environmental, feministic and other idealistic organizations. The strings attached to the public subsidies are of a general nature. Popular adult education should aim at fostering democratic values and is to stimulate the participation in education of disadvantaged groups with poor education, the disabled, immigrants and unemployed people. How this is done is up to the folk high schools and the study associations to determine—a hands off policy from the point of view of the Government. (Gustavsson etc. 1998, Rubensson 1997).

Active Labor Market Policies and a Tri-Partie Responsibility for Employment Training

As for the labor market, the social partners and the Government have been very active in developing the Swedish model and active labor market policies. The Saltsjobaden agreement from 1938 set the scene for cooperation rather than conflict between the social partners, and the understanding was that the unions and the employers should take care of the wage bargaining and the Government the legal framework for the labor market and the bargaining process. Over time the Government became more and more involved in both legislation and different types of Government funded active labor market policies. The latter came to be seen as a safety net for those who become unemployed during recessions or redundant due to structural changes. Relying on the active labor market policies, the trade unions can accept technical changes at a high speed.

Employment training became one of the means by which the public employment services can assist the unemployed or those risking unemployment. To start with—symptomatically—the acronym AMU denoted both the organization providing employment training and the employment training itself. Nowadays, the state owned AMU Company is one of several providers of employment training even though it has remained the biggest one. The public employment services also buy employment training from private and other public providers including the folk high schools and study associations.

Active labor market policies have been considered very important for a smoothly functioning labor market and the implementation of the “solidaristic” wage policy—normally defined as “equal pay for equal work.” During the 1960s, it was sometimes redefined as “equal pay for work.” In the 1980s, a new version “equal pay for equal value” was launched taking into account the fact that women and men often do not work in the same occupations.

Anyhow, for a country like Sweden with a compressed wage scale, a smoothly functioning labor market is necessary as large wage fluctuations are more or less excluded to signal shortages or oversupply of labor. Inflationary wage spirals due to competing unions along with wages remaining at their equilibrium levels overreactions and unnecessary social costs for adaptations might be avoided.

In the Swedish system, the employers are supposed to provide the employees with the specific training needed to perform the job. Employer sponsored training is to a large extent organized at the work place but employers also buy training from public and private providers. Some collective agreements contain explicit clauses regarding training at work. Teachers, for example, are on average entitled to 104 hours training each year. More and more collective agreements make at least some reference to skill development at work. A first step may be the recognition of the importance of learning at work. A second step can be to recommend a dialogue between employers and employees at local levels about individual skill development. A third step is to agree to workplace-based skill assessments, and skill development plans and follow-ups. A fourth step is to agree to quantitative targets for learning opportunities for workplaces or individuals at given workplaces.

The Educational Leave Act from 1974 provides all employees with a right to individual educational leave in any form of organized adult education. Almost all students are entitled to study assistance of some sort financed by the state. There is no special type of study assistance for those using Educational Leave. The educational needs of an individual determine what type of assistance the individual is entitled to (below).

Education for Adults at Compulsory and Higher Levels

The discussions in Sweden about recurrent education in the 1960s resulted in the introduction in 1968 of Municipal Adult Education (Komvux). It offers adults an equivalent to the credit forms of youth education at compulsory and secondary level. The municipalities have a legal obligation to provide compulsory education to all adults lacking such an education and they are also supposed to meet the demands for secondary education. Nowadays all municipalities are engaged in Municipal Adult Education.

As with AMU, Komvux initially denoted both the municipal organizations providing Municipal Adult Education and the education itself. By now, the organizers of Municipal Adult Education use different types of providers (including the AMU Company, the folk high schools, the study associations and private providers) even though the municipal Komvux-units are still the most important ones.

Since 1991 the entire implementation of Municipal Adult Education is the responsibility of the municipalities. The Government sets up national goals and targets that are to be implemented at local level and evaluated both at local and national level. There are no longer any special state grants to the municipal activities. A new impetus has been given to Municipal Adult Education according to their results in a national scholastic aptitude test

Besides the long study programs Swedish universities and university colleges provide both short study programs and single courses. It is common for adults to participate in these regular offerings, in particular in the single courses. Approximately 30 percent of the students in nongraduate programs are over 30 years old. Around one third of the students older than 35 years are new students, (i.e., have not been studying at tertiary level earlier). The universities and university colleges are financed by the state and no fees are charged from the students.

As for public study support there are several different programs for adult students:

- study assistance (mainly for post-secondary education, not specific for adults);
- adult study assistance (mainly for Municipal Adult Education);
- adult study assistance for the unemployed (mainly for unemployed in Municipal Adult Education); and
- the special adult study assistance (a part of the new Adult Education Initiative).

These forms of assistance provide different levels of support, with the largest amounts provided as part of the Adult Education Initiative and for the unemployed and the least for regular students.

Results in an International and Swedish Perspective

Now, let us turn to the next question, what results has the Swedish system of adult education and training achieved. Is Sweden good at adult learning? How can the results be explained? Why have they come about?

The International Perspective

All aspects of adult education cannot be illustrated by means of international comparisons. Therefore, let me explore what non-traditional education means for formal education in the population.

As can be seen in table 1, in 1991 about 14 percent of the population had achieved their highest educational level through various forms of adult education. As another illustration it can be added that in 1997, 2.8 million Swedes (out of a population of about 9 million) participated in 340,000 study circles. More than 20 percent of the adult population participates in one or several study circles (Rubenson 1996).

The results from the IALS study illustrate some of the main features characterizing Swedish adult education:

- The high rate of participation (figure 1). In some cases Finland has been observed to have even higher rates of participation than Sweden.
- Increasing rather than decreasing rates of participation with age (figure 2).
- Small differences in rates of participation by literacy levels (figure 1) and by educational attainment (figure 3)
- Small regional disparities can also be mentioned (Rubenson 1997).
- Also more women participating than men (Rubenson 1997).
- The high share of employer sponsored education and training in total adult education and training, both for the general population and the employed population as measured in the IALS study (figure 4).
- From other sources can be added the high rates of participation in employment training (table 2). During the period 1990–1995, high rates of participation were also more or less consistently observed in Norway, France, and Germany.

There are, of course, many aspects of adult education, training and learning that can't be analyzed by means of statistics—and for different reasons. Sometimes for sheer lack of comparable statistics. Sometimes because suitable statistical indicators have not been developed. One interesting aspect that is often missing in international statistics is the duration of education. As for employer sponsored training we have some indications that it is of rather short duration in Sweden (OECD 1996).

What are the results of adult education? There are many aspects:

- a well educated and competent population
- high participation, nationally and locally, in community affairs
- high rates of labor force participation
- high living standards, etc.

Let me once again use the IALS results to illustrate a few of these points:

- The level of functional literacy is high in Sweden -- on average and for example among low educated adults and blue-collar workers (figures 5a, b, c).
- The rate of labor force participation is high in Sweden (table 3).
- The community engagement is also high in Sweden (figure 6).
- Newspaper reading is very frequent in Sweden (figure 7).
- Living standards are high in Sweden even though they are not as high as they used to be comparing internationally. Judged by GDP per capita (using purchasing power parities) Sweden ranked number 16 in 1996 among the OECD countries (OECD, 1997d). The rate of unemployment is also at higher levels nowadays than the exceptionally low levels we used to have.

Of course, all the good results are not due to, or at least not exclusively, due to adult education and vice versa for the bad results. Before continuing that discussion let us look at the same results from a Swedish perspective.

The Swedish Perspective

When the IALS result were presented in Sweden, Swedish media concentrated on presenting the shocking fact that 25 percent of the adult population was below level three which corresponds to the level that students are supposed to have acquired by the end of compulsory education (9 years in Sweden).

The share of the adult population lacking upper secondary education, the rate of participation of low-educated adults and disadvantaged groups in adult education and employment training are constantly discussed as being too low. Even though differences in rates of participation by functional literacy levels and educational attainment in general or at work are low by international standards (above) these differences are considered too large. There is a concern that these and other differences by social class have not disappeared (Rubenson, 1997; Rubenson & Xu 1997).

Explanations—How and Why

How were the high rates of participation in adult education achieved? First hand explanations may be

- an ample supply;
- special recruitment measures channeled through the trade unions;
- popular adult education closely linked to popular movements (Rubenson, 1997);
- national targets for employment training, Municipal Adult Education and for state grants to popular adult education;
- focus on the individual, providing the individuals with a free choice in terms of education

as well as sufficient financial aid to cover living costs; or

- the interest in employment sponsored training taken by trade unions.

At a more general level one may say that the tripartite commitment to economic development—by the Government, the unions and the employers—created a learning rich environment where literacy was practiced both in civil society and at work. A good circle was created with more opportunities to develop new skills and maintain old ones. Financially, adult education has not primarily been seen as an individual investment project. Most of the funding comes from the Government or the employers. The wage incentives are weak for the individuals.

The Swedish governments have been dominated by the social-democrats since 1932 except for the years 1976–82 and 1991–94. There has been a close link between the social-democratic governments and the trade unions, especially LO (the blue collar worker trade union). The social-democratic party and the LO stand behind the biggest study association, ABF, as well as many folk high schools. The Swedish social-democratic welfare state combined full employment, an internationally open and highly competitive economy. In this way, both distribution and efficiency goals were sought. As for attitudes toward learning they may be characterized as having been more positive towards popular education and employment training than towards academic education.

Now there are new challenges. We can learn more about the ways they are tackled by looking at recent initiatives in educational policy and the reactions to them.

The Adult Education Initiative and Related Policy Programs

The most important adult educational program at present is the AEI—the Adult Education Initiative. I will present and discuss it below together with a few other related programs.

The AEI

In 1996, the Swedish Parliament decided that a special 5-year program of adult education should be carried out beginning July 1, 1997. The first target group is the unemployed and those employees who lack or who have only partial upper secondary school education. The municipalities are responsible for carrying out most of this investment in adult education. They make up plans for training provision and apply for the special state grants that are awarded by the Government. The budget situation of the municipalities does not permit them to increase their outlays on education. Therefore, if educational investments are to expand now, and in an equitable way all over the country, the Government has to pay for them.

There are also special adult study grants for individuals participating in the program. The level of the study grants correspond to the unemployment benefits. They can be obtained for 12-month studies and are available for unemployed individual aged 22–55, qualifying for unemployment benefits and for employees on the same conditions, given that they have five years work experience and the employer replaces the individual by an unemployed person. Normal adult study assistance is available for studies lasting more than 1 year as well as for other adults participating in the program but they are available on less generous terms.

The municipalities are to choose the course organizers that meet the requirements of the target group as well as local conditions in the most efficient way. The municipalities are to consult with the social partners when drawing up their applications for state grants. The study places are to be provided by the municipalities on top of their “normal” provision of such study places.

An individual study and action plan has to be established for each individual participating in the program. To be able to motivate individuals with low formal education it is necessary that the education corresponds to their needs both as to subject areas and as to teaching methods.

Therefore, individual study plans are required and new teaching methods desirable. Competition and cooperation between different educational providers are also important in this respect. The municipalities are not supposed to automatically involve only Municipal Adult Education units as educational providers.

To promote the reform of adult education the municipalities are thus requested:

- to analyze the local labor market and to consult with the social partners and the public employment services when drawing up their applications for state grants;
- to make an inventory of the education and training needs of individuals. An individual study and action plan has to be established for each individual participating in the program;
- to choose the course organizers that meet the requirements of the target group and local conditions in the most efficient way;
- to develop new forms of information and outreach activities as well as new counseling methods and new techniques for assessment and recognition of prior learning;
- to develop new teaching methods including, for example, distance learning and different combinations of theoretical studies and practical applications; and
- to engage in local monitoring and evaluation.

Other parts of the program consist of grants for special study places at the folk high schools and for pilot projects of advanced vocational training for adults at post secondary level.

The Swedish government strives for both economic growth and social equality. Therefore, Sweden has to devote more resources to education and training than other countries. However, to meet the new educational needs of adults in a knowledge society, the organization and teaching methods of adult education have to be reformed. The program is, therefore, to serve as a stepping stone in that direction and at the same time to produce evidence as to further needs for reforms in adult education and training. Moreover, the AEI is an important part of the Government's package of measures to halve open unemployment by the year 2000 (from currently around 7 percent to 4 percent).

Reactions to the AEI

At the political level in the municipalities, the program has generally been enthusiastically accepted. And one thing is clear, the local governments are much more involved in planning their participation in this program than they have been in planning their normal educational activities. Since the decentralization of the responsibility for primary, secondary and adult education to the municipalities in 1991, the local government should be engaged in educational planning and evaluation but that involvement has been difficult to establish. It took some time until the majority of municipalities had a school plan and even in 1995 only around 10 percent had evaluated it in its entirety (Skolverket, 1995, 1997). The importance attached to the program by the local politicians

has meant a lot for the general awareness of the importance of adult education and the status of adult education.

Another new aspect of this adult education program is, it's a direct link to the labor market. The municipalities have already expressed an interest of taking over more of the labor market policy from national bodies. Municipalities often have some general economic development plan and the adult education program linked to the school plan for the municipality and used as an instrument for development.

As part of their normal educational activities, the municipalities have been expected to engage in information, counseling, recruitment, outreach and validation activities. Judging from their attempts to reorganize, co-ordinate and develop these activities their efforts in these fields must have been rather rudimentary or the challenges bigger or taken more seriously with the new program. These plans for reorganization are often linked to pre-existing bodies that under different labels—Infotechs, Infocenters, Knowledge centers, Educational centers etc.—have started to develop information, counseling and open house learning activities, to serve as a basis for distance learning and to provide introductory courses for the program. They will often also make the investigations as to the educational needs and interests of individuals and work out the required individual study plans. During preparatory courses, the individual will have time to orient himself or herself, not only as to why and what to study and how to finance the studies, but also as to study techniques and working methods. After the introductory course, the center may also be responsible for directing the individual to the “right” educational provider and for following up the study plan of the individual. In smaller municipalities the public employment services may function as a coordinating center.

The municipalities use different types of educational providers. The “external” educational organizers are expected to bring new impulses to the traditional municipal units. Fields mentioned in this respect are: organization of education, introductory and vocational courses and teaching methods. However, in many cases public providers will be spared competition in their core activities (theoretical upper secondary courses) and overall they remain the biggest providers of Municipal Adult Education.

This new setting is a challenge to popular education. On the one hand there are those who argue that the competition for this type of credit oriented education can not be combined with the educational and quality ideals of popular education. Others argue that if the Government wants the folk high schools and study associations to participate in the AEI it should allocate more resources directly to the National Board of Adult Education. Still others argue the satisfying partnerships can be established with the municipalities within present frameworks. But this feeling of somehow being sidestepped is not only characteristic organizers of popular education but also to some extent the organizers of traditional Municipal Adult Education units.

Distance learning is developing in many municipalities. Some municipalities have created local study centers with modern ICT equipment in different places in the municipality. They might be used as a basis for studies at different educational levels—primary, secondary, and higher education.

The AEI project manager normally directs monitoring and evaluation. The educational providers are supposed to make their own follow-up studies and evaluations. The public schools are already obliged to do so and the educational providers will, to the extent they are used, be required to do so. The feedback from this more pedagogically oriented follow-up to municipal evaluation and planning seems more problematic and less developed.

Related Policy Programs

It is worth mentioning that at secondary level all programs young people now follow at upper secondary level have a duration of 3 years (including the vocationally oriented programs). All students carrying through these programs will be eligible for higher education. Earlier the vocationally oriented programs lasted for two years and many adults on the labor market do not even have a basic education at upper secondary level of 2 years.

As for higher education, an expansion of study places has started and is to continue according to present plans to the year 2000. For the moment there is tough competition to enter higher education.

The KY-program for advanced vocational training at post secondary level was actually launched before the AEI but is now financed under the same umbrella as the AEI. The courses belonging to the KY-program are planned and arranged as a partnership between educational providers and employers. Normally they last for 2 years and one third of the time is supposed to be spent at a work place.

Present Discussions—Evaluation and Further Reform

On the one hand there is youth education that in this case covers all education of young people including universities. This education is extremely important as it paves the way for lifelong learning.

On the other hand there is lifelong learning after initial youth education. Most young people after initial education enter the labor market where learning at work begins. Also, outside work and for those who do not belong to the labor force there are normally ample opportunities to participate in adult education.

However, there are individuals who for different reasons cannot and do not participate in lifelong learning neither at work nor outside of work. One reason for this may be a lack of basic education. Therefore compensatory education for adults is necessary.

Education and training is not only a matter of the existing number of training slots. The infrastructure includes all the mechanisms that make the system work more efficiently. Examples from the perspective of the individuals are information and guidance, outreach activities, study finance and assessment and recognition of prior learning. The provision of education and training prerequisites for a qualitatively well functioning system are flexible suppliers, quality certification of suppliers, purchasing competence among buyers of education and training, distance learning facilities, teaching material for distance learning, human resource accounting in public as well as private enterprises, pedagogical research and development, teacher training, evaluation of educational outcomes, efficient systems for financing and market regulations. In many of these instances the proper role of the Government could be R&D support (SOU 1996:27).

- The AEI program contributes to the development of the infrastructure of recurrent and compensatory education and to the training for adults.
- The KY program develops the infrastructure and lifelong learning in working life.

- The expansion of higher education contributes to lifelong learning.

As for study assistance, there exists a proposal worked out by a Parliamentary Commission to integrate the different programs for study assistance into one system built on the same principles where one part would consist of a loan and the other of a grant. There would be a change in the balance between the grant and loan proportions, with most of the support coming for regular post-secondary students. For other categories, there would be a gradual increase of the grant proportion, with the largest grants going to those in most need, (i.e. persons with a short previous education).

Within the Government, a working group including the social partners, has recently been set up to work out proposals as to Government support for education and training at work. It is to report its results in June 1998.

The rapid changes in the external environment call for new working methods. A full scientific foundation for new programs and policies cannot be awaited. In Sweden, the solution to this dilemma has been to start new investment project, on a preliminary basis and set up monitoring, reporting and evaluation procedures. This holds both for the AET and the KY program.

As for the AEI, the municipalities are to report to the National Schools Administration and the latter to the Government. The same holds for the Commission for the Promotion of Adult Education and Training. It is to report to the Government in 1998 and 1999 and to present its general proposals for reforms of adult education, training and lifelong learning in the year 2000. And already the Government has made changes in the program. The Government has, for instance, increased the number of study places available to the program by 40 percent, opened up for more employed people to participate in the program, to some extent revised the principal of no special Government funds for primary or lower secondary education and prepared for the extension in some cases of the special adult assistance to 2 years.

Of great interest in this monitoring process are the self-evaluations of the schools and the municipalities. Continuous improvements by the actors themselves are, of course, very important. Both bottom-up and top-down evaluations are necessary and links between them can promote the process of continuous improvements. The matrix below shows a number of areas that need to be covered by monitoring, reporting, evaluation and research. At the center are the results of the program in terms of knowledge effects. To the left are the inputs, the factors influencing the knowledge results—the costs and organization of education and the teaching process. To the right are found the further effects of the knowledge results in terms of employment, economic growth, social change, etc. As indicated in the figure, these factors and effects can be studied from an individual, local, national or even international perspective. The intention here is mainly to use the figure to discuss how to plan for improvements in the knowledge base and decision-making rather than substantive aspects—how to measure knowledge effects and to establish links between the different factors. It should, however, be pointed out that “knowledge” in this case is to be interpreted in a broad sense. It includes the foundations for further learning:

- basic competencies and life skills such as capacity to communicate, adapt, learn new things, social competence, capacity to co-operate, self-confidence and creativity;
- basic tools such as reading, writing and mathematics; and

- basic knowledge and a common frame of references.

At the municipal level the intention is primarily to follow the development of the educational organization and teaching methods and the effects on individual knowledge and employment. The results from such individual and local studies can be enhanced if compared with results from similar studies in other municipalities and at national level. The responsibility for the latter type of studies might preferably be conferred to national experts. They could also take the form of more detailed and penetrating case studies at municipal level to get a deeper understanding of the processes and outcomes. As such, they could also serve as objects of reference. In the present situation, with so much local variation, cost effectiveness studies must also be referred to case studies at the municipal level.

Professional expertise may also be required for the more far-reaching effects, (e.g. individual employment effects, and their relations to input factors and knowledge results where the use of relevant statistical methods is of great importance). This type of expertise can also be used to prepare subjective evaluations that can be used as benchmarks for the program both at national and local level.

Knowledge effects at the local level may also be more complicated to analyze when both secondary and leverage effects are to be included. The AEI program may on the one hand raise the awareness in municipalities at the political level, among employers, employees and others about the profitability of investments in education and training and thus lead to increased educational investments. On the other hand, substitution effects may also occur. The state funded program may replace investments in education and training that might have been undertaken otherwise—by the municipalities, the public employment services, and restructuring enterprises.

Another reason for calling for external expertise is the fact that the program combines education, labor and economic policy actions, which may call for new approaches. Traditionally, educational planning and school planning, nationally and locally, to the extent it existed in the municipalities, has been rather restricted and not so much related to the outside world and the world of work. However, it is important to stimulate the municipalities to work on the evaluation of the more aggregate effects at local level.

International comparisons may also be interesting to illustrate the effects of different types of adult education systems or educational policies—the expansion of adult education versus the expansion of higher education or youth education. However, this type of study may be more related to research than to evaluation. Other areas more suited for research than evaluation may be the long term effects of the present changes and more fundamental studies of their effects on learning and changes in the concepts and measurements of learning, knowledge, skills and competencies.

Summing up, one might say that what is needed to develop a system of lifelong learning is:

- continuous monitoring reporting and evaluation processes;
- combinations of top down and bottom up approaches (i.e. external evaluations and self-evaluations);
- policies at both national and local level that can continuously remain in line with the emerging knowledge society.

Figure 1: Literacy and adult education participation

Percent of population aged 16-65 participating in adult education and training during the year preceding the interview, by document literacy level, 1994-1995

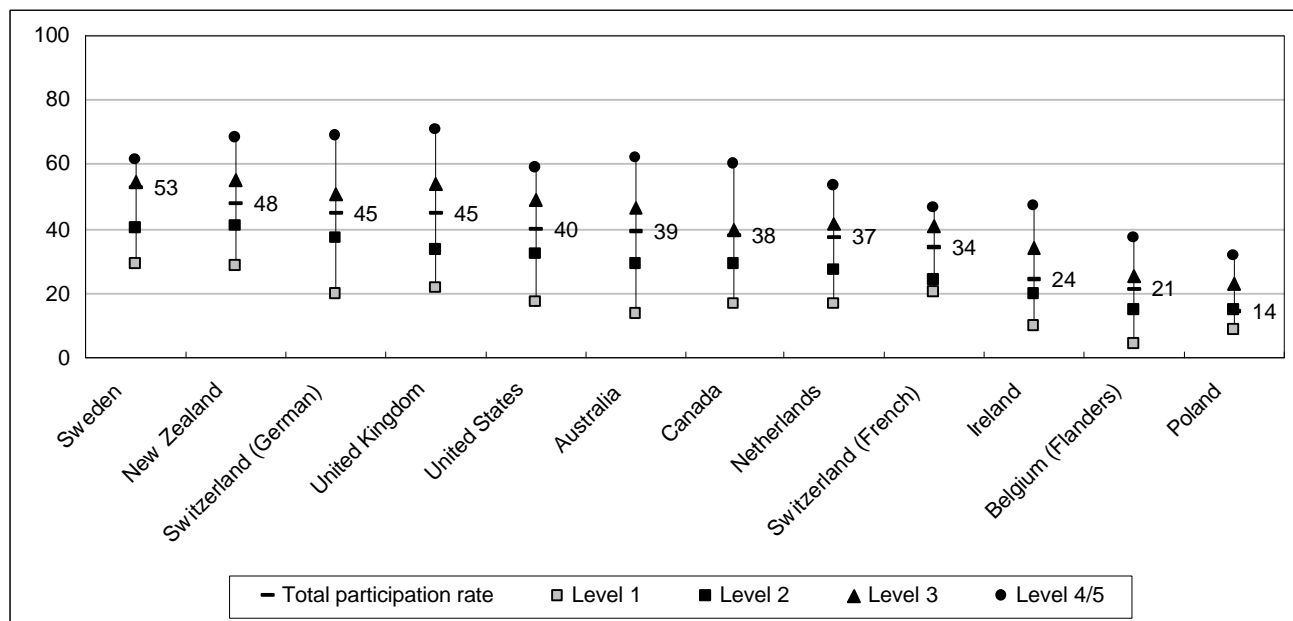
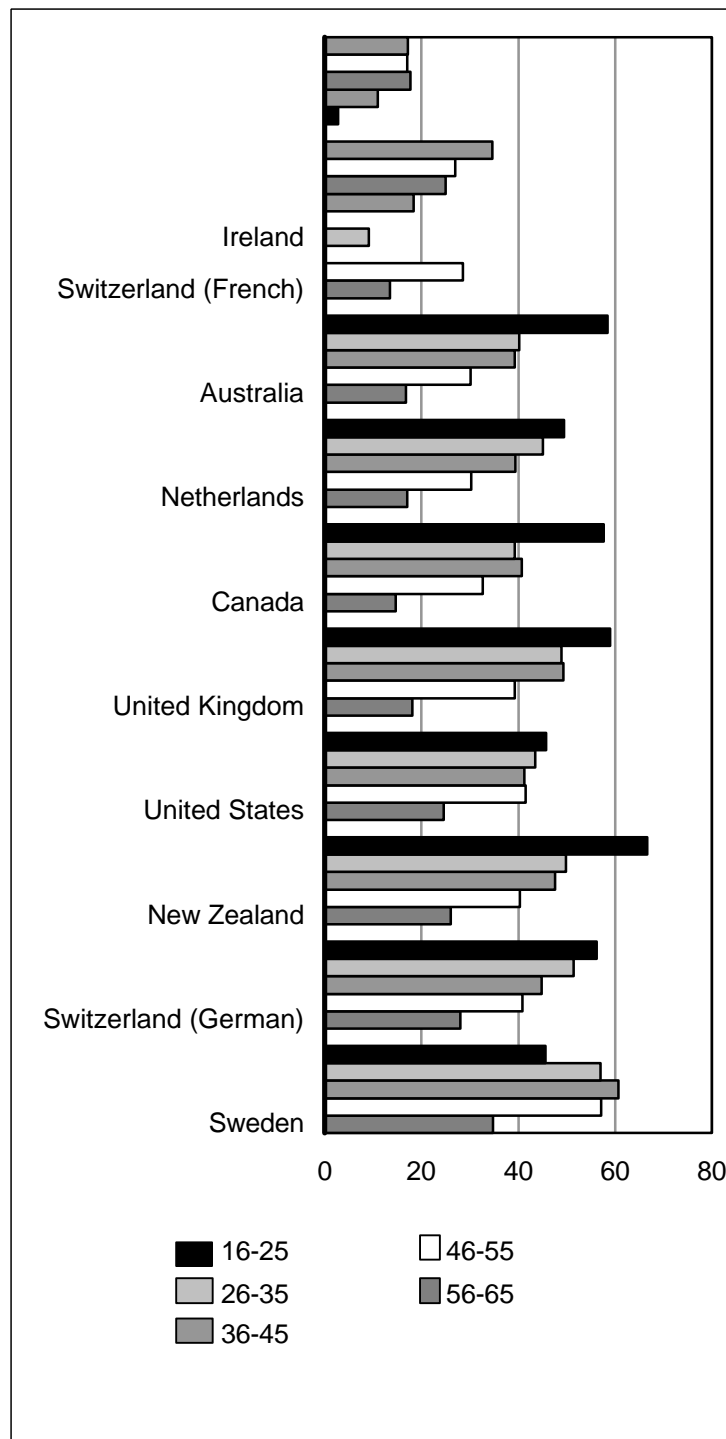


Figure 2: Adult education participation and age

Percent of population aged 16-65 participating in adult education and training during the year preceding the interview, by 10-year age intervals, 1994-1995.



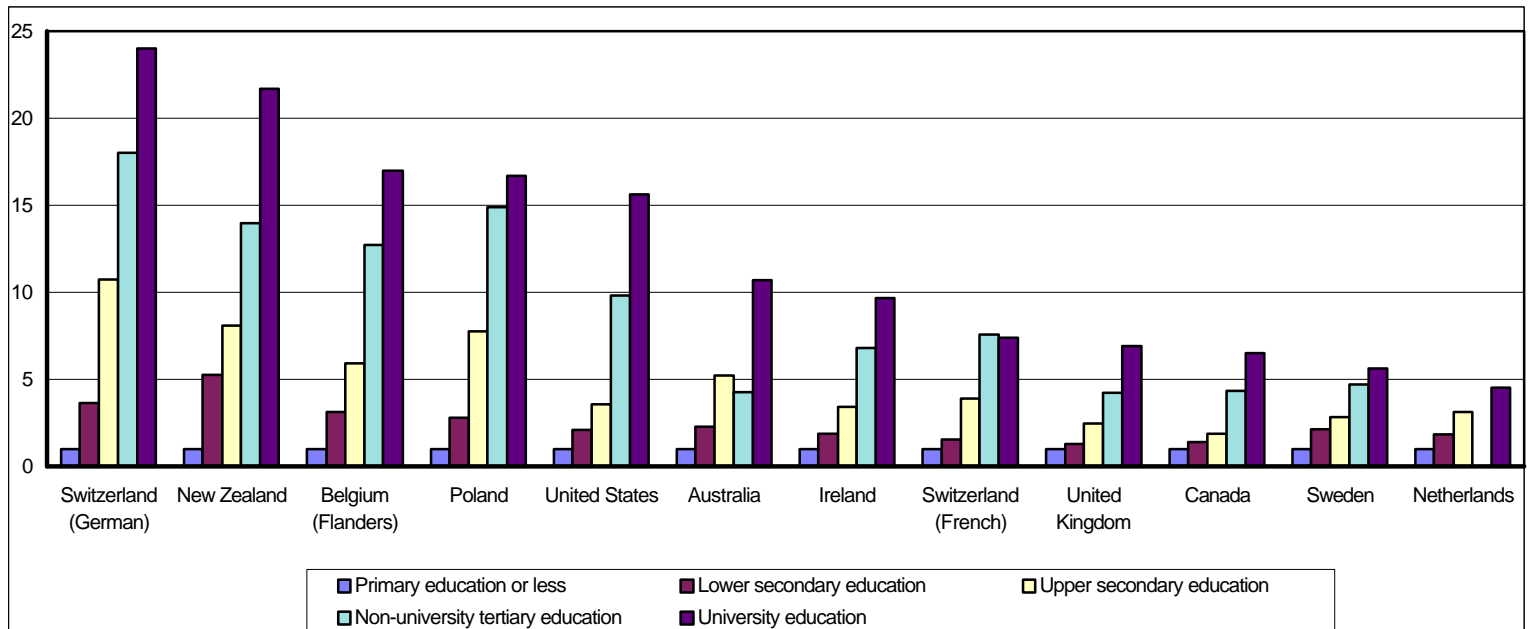
Participation Rate

NOTE: Countries are ranked by the average rate of participation for those aged 46-65.

SOURCES; Reprinted for Human Resources Development Canada and OECD, *Literary Skills for the Knowledge Study*, 1997, p. 97

Figure 3: Likelihood of participation by educational attainment

Adjusted odds ratios showing the likelihood of adults aged 16-65 receiving adult education and training during the year preceding the interview, by level of educational attainment, 1994-1995

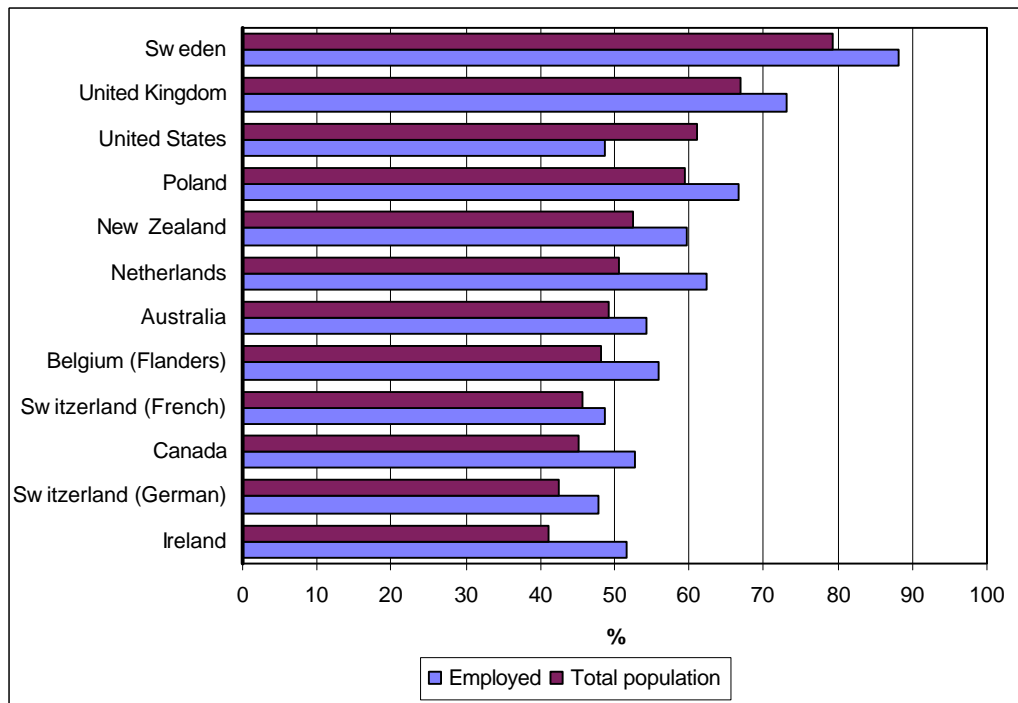


NOTE: Countries are ranked according to the difference in the odds.

Sources: Reprinted from Human Resources Development Canada and OECD, *Literacy Skills for the Knowledge Society*, 1997, p. 95.

Figure 4: Extent of employer-sponsored education and training

Share of employer-sponsored courses in total adult education and training provision, for the employed and general adult population aged 16-65, 1994-1995

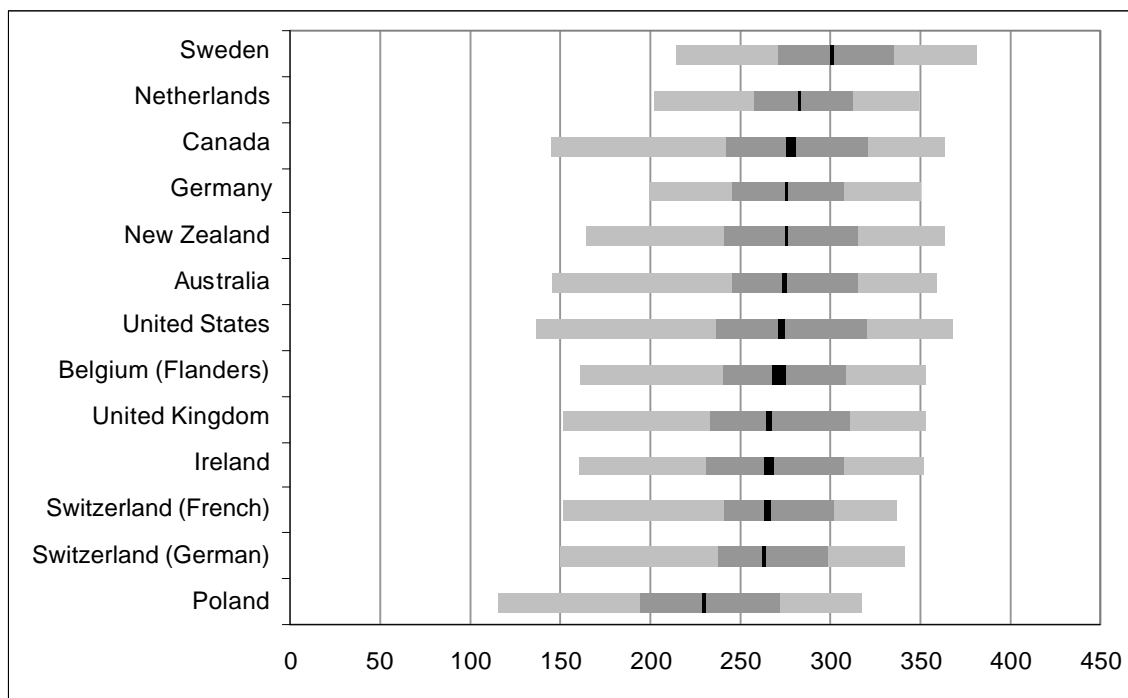


NOTE: Countries are ranked according to the difference in the odds.

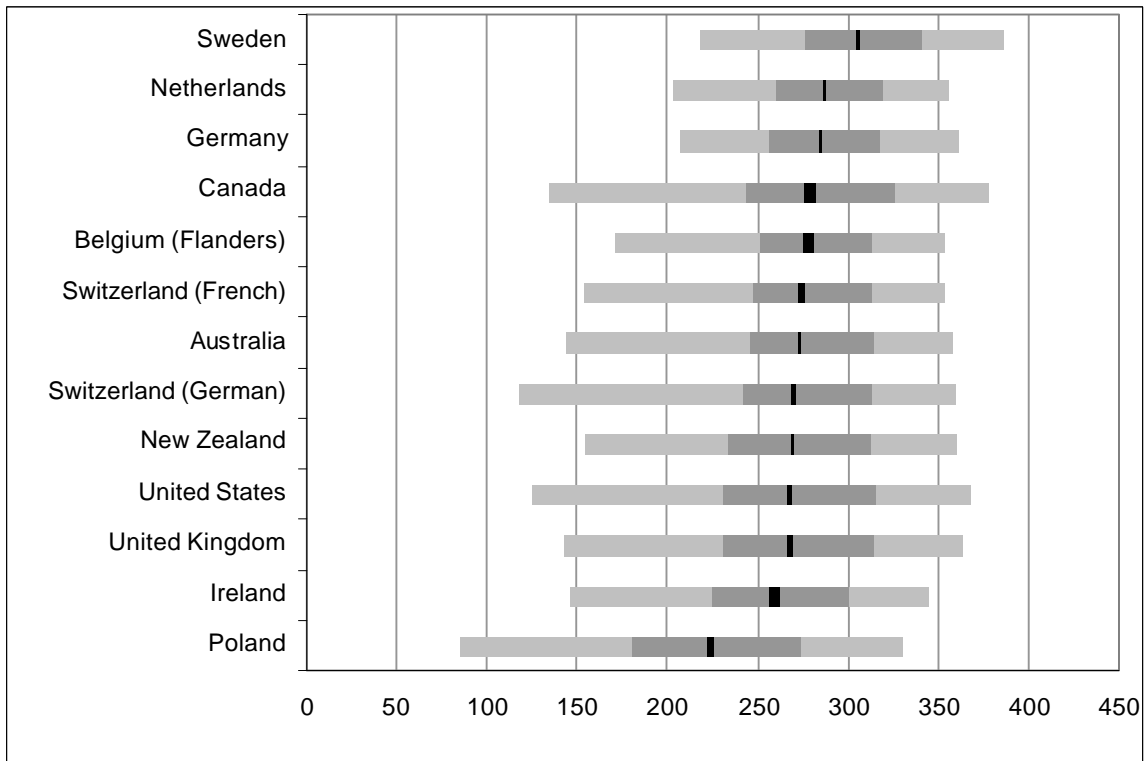
Sources: Reprinted from Human Resources Development Canada and OECD, *Literacy Skills for the Knowledge Society*, 1997, p. 95.

Figure 5a: Distribution of prose literacy scores

A. Mean scores with .95 confidence interval and scores at .05, .25, .75, and .95 percentiles on the prose literacy scale



B. Mean scores with .95 confidence interval and scores at 5th, 25th, 75th and 95th percentile on the document literacy scale, 1994-1995



C. Mean scores with .95 confidence interval and scores at 5th, 25th, 75, and 95th percentiles on the quantitative literacy scale, 1994-1995

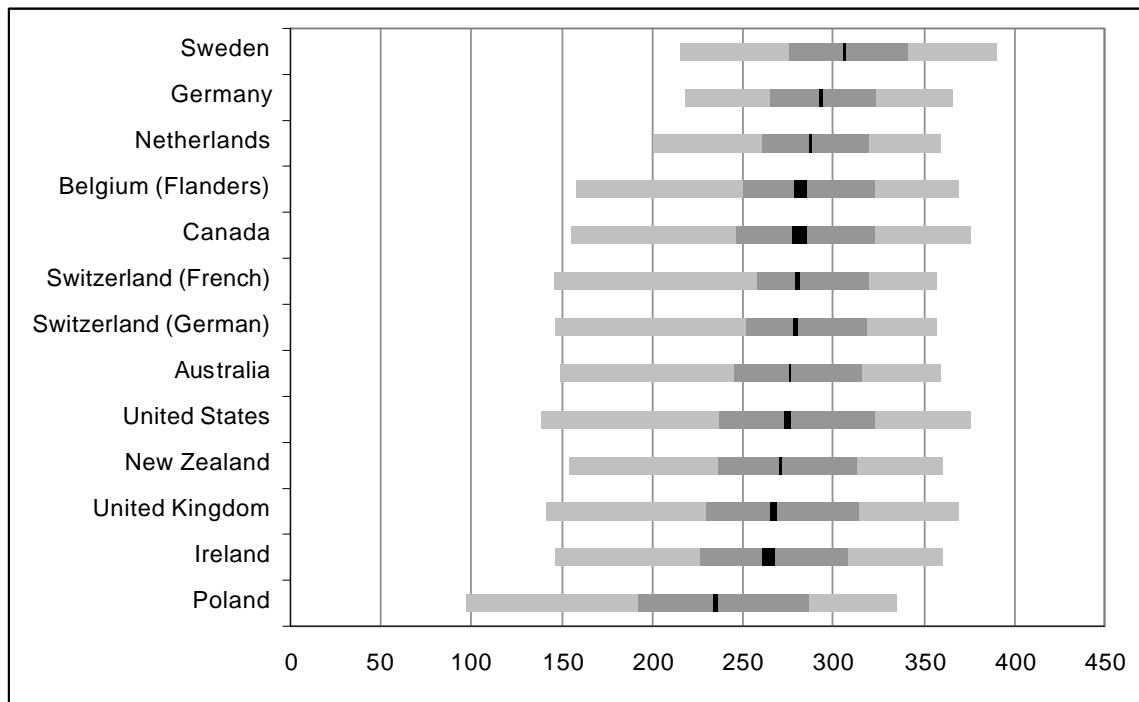
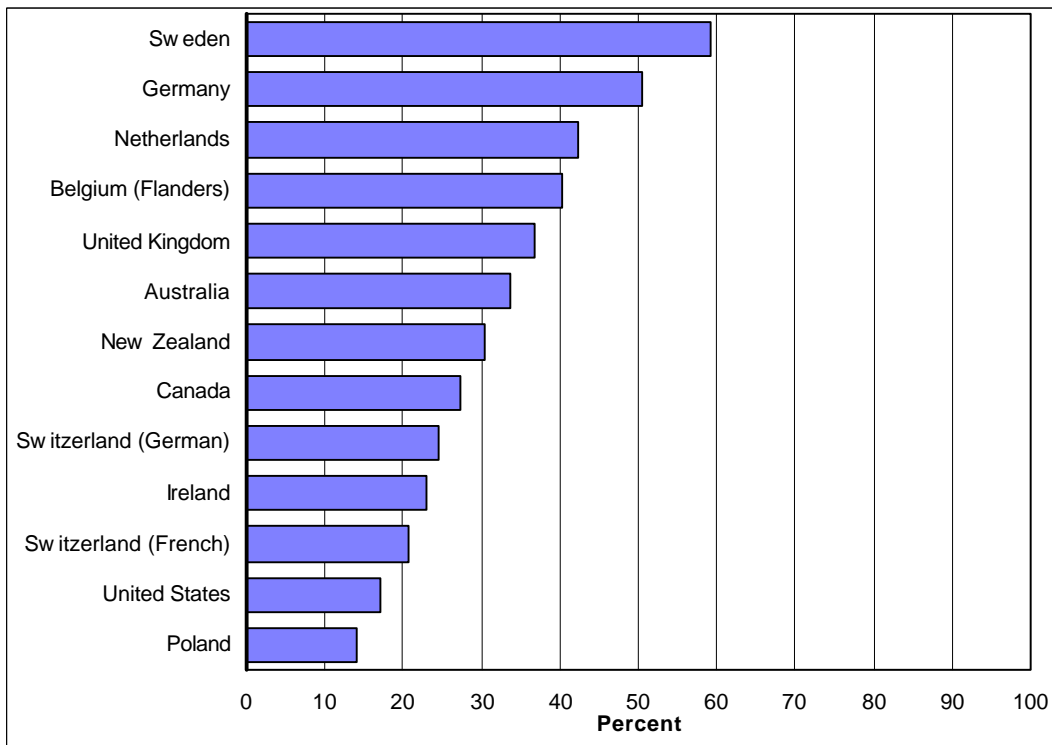


Figure 5b: Document Literacy Levels among the Least Educated Adults

Proportion of adults 16-65 who have not completed secondary education and are at document literacy level 3 or 4/5.

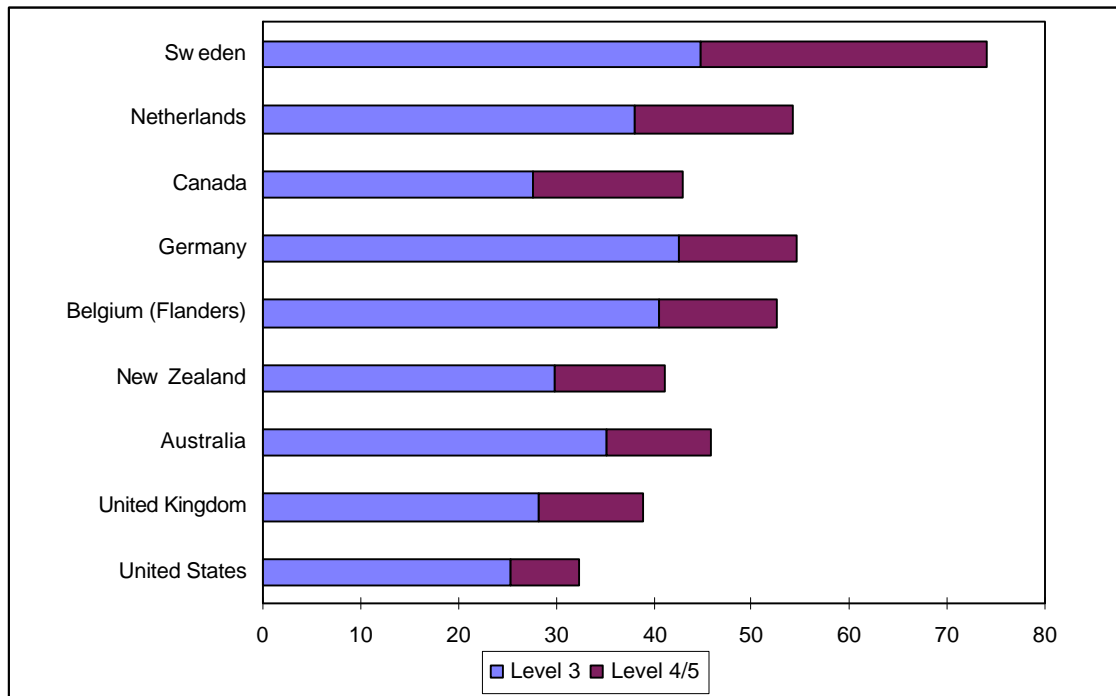


NOTE: Countries are ranked by the proportions of the population without upper secondary graduation who are at levels 3 and 4/5.

Source: Reprinted from Human Resources Development Canada and OECD, *Literacy skills for the Knowledge Society*, 1997, p. 29.

Figure 5c: Blue-collar workers at medium to high skill levels

Proportion of skilled craft workers and machine operators at literacy levels 3-5, document scale, selected countries, 1994-1995

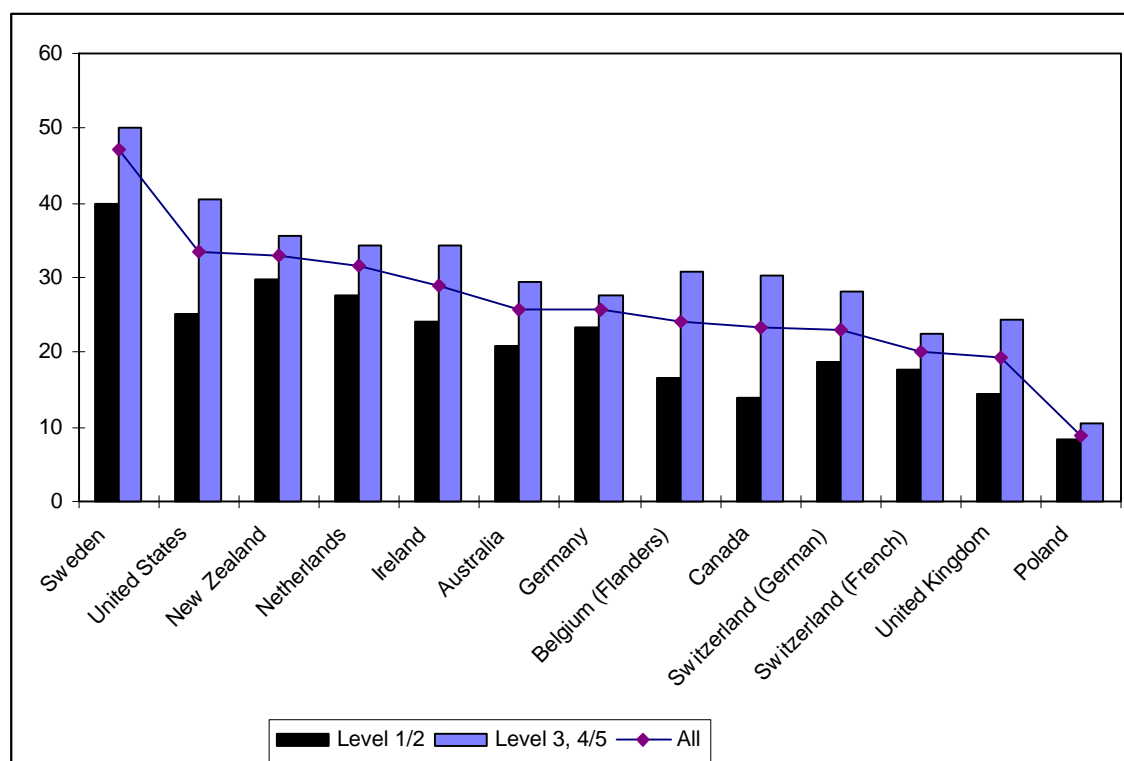


NOTE: Countries are ranked by the proportions of blue-collar workers at literacy levels 4 and 5.

Source: Reprinted from Human Resources Development Canada and OECD, *Literacy skills for the Knowledge Society*, 1997, p. 54.

Figure 6: Literacy proficiency and community participation

Proportion of the population aged 16-65 who participated in voluntary community activities at least once a month during the year preceding the interview, by prose literacy level, 1994-1995.



NOTE: Countries are ranked by the overall proportions of population participating in community activities regularly.

Source: Reprinted from Human Resources Development Canada and OECD, *Literacy Skills for the Knowledge Society*, 1997, p. 57.

Figure 7: Proportion of the population aged 16-65 who reported reading a newspaper daily

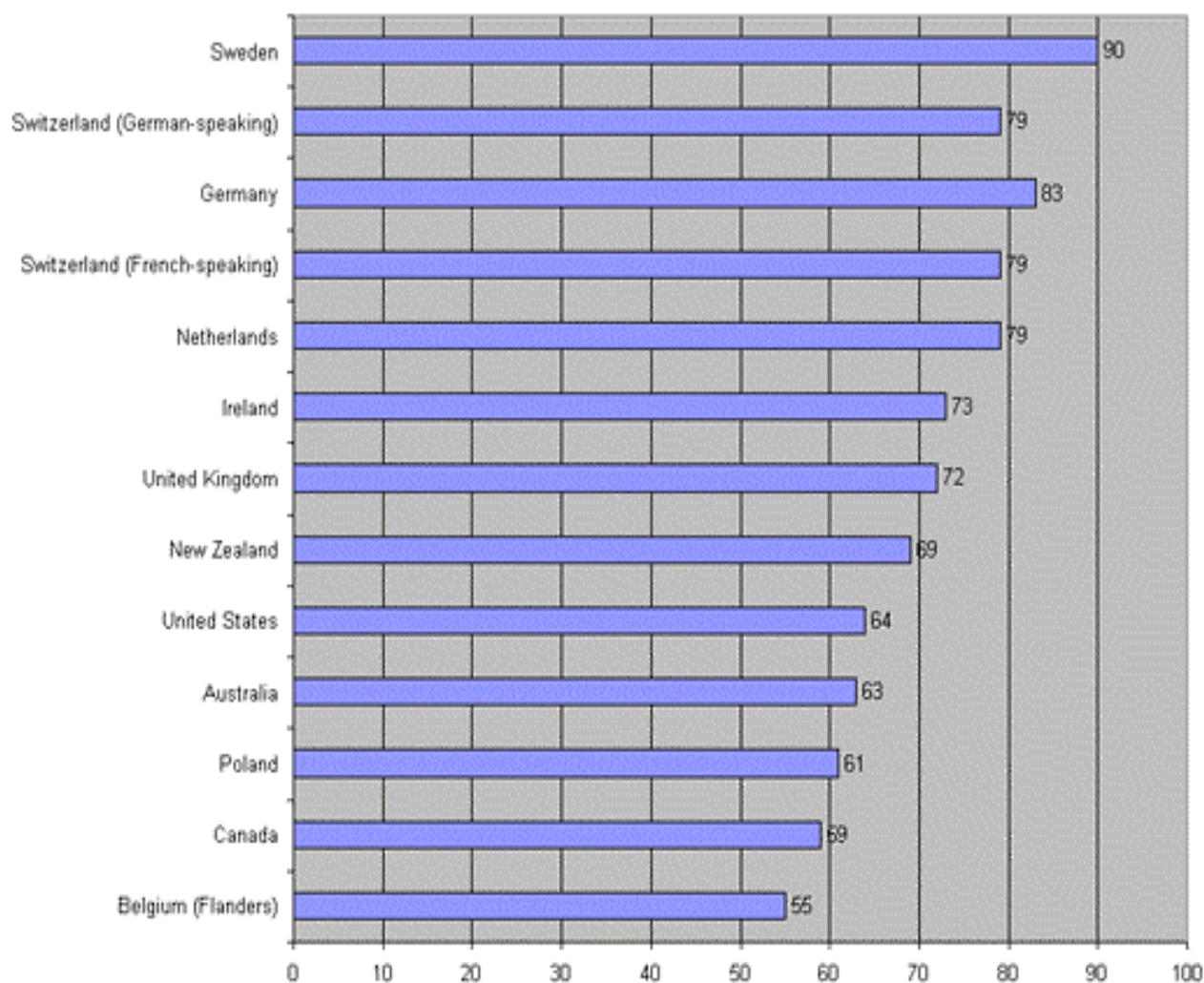


Figure 8: A framework for analysing needs of education and training

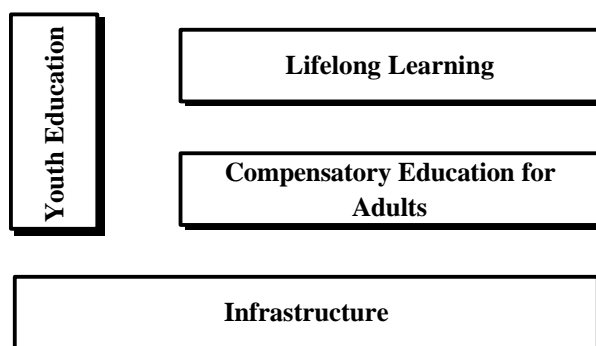


Figure 9: Areas for monitoring, reporting, evaluation and research

	Organization	Process	Results
Individual			Knowledge Labor Growth Society
Local			
National			
International			

Table 1: Traditional and alternative educational avenues for highest education, percent of population 18-75 years (1991)

Traditional, upper secondary and higher education	
University	16.4
Upper secondary general	24.9
Upper secondary vocational	15.3
Alternative of which	13.6
Folk high school	2.3
Distance learning	1.0
Labor marking training	1.6
Enterprise training	4.7
Private (other)	2.5
Municipal Adult Education	1.5
Traditional, basic education	
Lower secondary	8.3
Primary	21.5
Total	100.0

Source: SOU 1993:85, Ursprung och utbildning, Social snedrekrytering till hogre studier.

**Table 2: Inflow of unemployed adults in labor market training in OECD countries
1990-1996 as a percentage of the labor force**

	1990	1991	1992	1993	1994	1995	1996
Belgium	1.9	1.8	1.9	2.5	31	3	-
Canada	1.2	2.4	2.5	2.6	2.3	1.9	-
Czech Republic	-	0.1	0.3	0.2	0.3	0.3	0.2
Denmark	1.3	1.7	2.1	3	2.8	4.6	4.5
Finland	1.4	2	2.9	2.8	3.3	3.7	4.7
France	2.5	3.8	3	3.2	3.1	2.8	-
Germany	1.9	3.7	3.6	1.6	1.7	1.9	1.6
Hungary	-	1.2	1	1.3	1.2	0.7	-
Japan*	0.3	0.3	0.3	0.3	0.3	0.3	-
Netherlands	1.6	1.5	1.6	1.5	1.2	1	0.4
Norway	2.7	2.8	3.1	3.5	3.6	2.8	-
Poland	-	0.4	0.4	0.4	0.5	0.5	0.5
Sweden	1.7	3.1	3.1	3.4	3.7	2.8	-
Switzerland	0.1	0.3	0.9	1	1.2	1.5	-
UK	1.1	0.9	1.1	1.2	1.2	0.9	-
USA	0.9	0.7	0.7	-	-	0.7	-

Sweden, Japan, Canada, USA 1990/91, 1991/92. 1992/93, 1994/95, 1995/96, 1996/97

* Estimates based on GDP figures

Sources: OECD, Employment Outlook 1994, 1995, 1996, 1997.

TABLE 3: Rates of labor force participation by level of educational attainment for the population 25 to 64 years of age (1995)

	Early childhood, primary and lower secondary education	Upper secondary education	Non-university tertiary education	University-level education	All levels of education
North America					
Canada	61	79	84	89	78
United States	60	79	86	89	79
Pacific Area					
Australia	66	81	84	89	75
Korea	72	72	x	82	74
New Zealand	68	85	81	89	77
European Union					
Austria	59	79	86	91	74
Belgium	55	78	85	89	69
Denmark	72	88	92	93	82
Finland	69	85	85	92	80
France	60	83	89	87	77
Germany	57	77	87	90	75
Greece	60	68	84	87	67
Ireland	58	72	85	88	67
Italy	54	76	x	87	63
Luxembourg	59	77	x	89	66
Netherlands	57	78	a	86	71
Portugal	72	82	88	94	75
Spain	58	80	88	87	66
Sweden	86	91	92	94	91
United Kingdom	62	82	86	91	79
Other OECD countries					
Czech Republic	60	84	x	93	81
Norway	65	84	88	93	82
Poland	58	79	86	87	74
Switzerland	71	82	92	92	82
Turkey	67	68	x	77	68
Country mean	63	80	87	89	75

Source: OECD Database. See Annex 3 for notes.

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